


AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON D C 20523

ASSISTANT
ADMINISTRATOR

50 JAN 1989

MEMORANDUM

TO: RP, K. Bleakley
IO, M. Creekmore
NEA, H. Shaffer

FROM: DAA/ANE, Thomas H. Reese 

SUBJECT: Afghanistan -- Coordination of A.I.D.'s Assistance
with the United Nations Program for Afghan
Resettlement and Rehabilitation

The purpose of this memorandum is to elicit your assistance in helping our ANE Bureau design a system which will improve the coordination of A.I.D. assistance for Afghanistan with that of the United Nations. We have asked the field to play a proactive role with the UN and, at the same time, we plan to play a more comprehensive supportive role at the headquarters' level.

Ranging from public statements by President Reagan to State and A.I.D. policy and strategy documents on Afghanistan, our stated position on the need for a coordinated resettlement effort with the UN for Afghanistan is clear. Therefore, and to help stimulate your thoughts on A.I.D./UN coordination, I am attaching a note that State/RP drew up in July 1988 about the various agencies and the role(s) they may play in the Afghan resettlement program. While reviewing this, please note that we recognize at the outset that various U.S. and UN players are involved. We know that STATE/RP has and will continue to work with the UNHCR. We also know that when the Afghans return to their homeland in large numbers that the UNHCR emphasis will shift to refugees and displaced persons inside Afghanistan. At this point there will need to be even more coordination between and among the various programs. Likewise, the relationship that Food for Peace has with the World Food Program; as WFP begins cross-border feeding, the coordination role will become more complex. While the ANE Bureau deals with UNICEF and UNDP, similarly PPC/IO and STATE/IO have a role with the UN organizations, and both ANE/AF and STATE/IO coordinate closely their working relationships with the Geneva Office of the Coordinator for Afghan assistance. Just these few examples give evidence of the complicated and overlapping relationships with the UN system.

With this as background and the absolutely clear need for a coordinated effort for assistance to Afghanistan, we come down to the complicated process of how best to systemize this effort. With multiple players and agencies on both the UN and the USG sides, let me make it clear that what we want to develop is an AID/ANE Bureau system for coordination with the UN at the project implementation level and not control or coordination at the policy level. Further to this, we want the system to be simple and to be designed to provide project and program information which can be of use to AID/W and to AID/Rep Afghanistan (and also to the UN) so that A.I.D.-assisted programs are designed and approved with as much knowledge as possible about what is being planned by the United Nations organizations as they develop the leadership and financing for this major effort.

As one step in the process and as an adjunct to the A.I.D. Task Force, we are considering the creation of an A.I.D. subcommittee for UN/USG project coordination similar to the recently established A.I.D. subcommittee for food assistance. This subcommittee, to be chaired by a representative from the A.I.D. Coordinator's Office, would meet about once a month to discuss various project implementation plans and problems and to try to find solutions to program bottlenecks and ways to speed up program implementation. Committee membership will be decided after further discussion of this proposal. Beyond this subcommittee, and after you have had a chance to review State/RP's attached note, please let me have any comments and suggestions you might have on how best to approach this US/UN project coordination mandate for Afghanistan. The need is clear, the best implementation mode less so.

Attachment: a/s

CC:

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ACTIVITIES TO BE COORDINATED BY THE U.N.

<u>Activity</u>	<u>Presumed Responsible Agency</u>	<u>Status of Activity</u>
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(Date tasked by Coord.)

I. RELIEF

Medical
Activities

Immunizations	UNICEF (6/14/88)	A number of studies, including one by UNICEF indicate that immunization coverage among Afghan refugees is too low, well below 50%. The status of projects to upgrade the present immunization system needs to be monitored.
PVO's	UNHCR	It is expected that pvo's will play a major role in providing medical services to returning refugees. Has UNHCR solicited project proposals from any pvo's and if so, what has the response been?
Supplies	UNHCR	Prepositioning of medical supplies should be given as high a priority as the prepositioning of food. As soon as the refugees begin to move the potential for illness and injury will start to grow. ✓

RELIEF
SUPPLIES

Food	WFP/ UNHCR (6/14/88)	Prepositioning of food on the border is a high priority item. We need to monitor if it is being done and in what quantities.
Blankets, Tents, etc.	UNHCR (6/14/88)	The plan estimates that only a small portion of the refugees (1/6) will need these supplies. They have not explained how they arrived at this figure nor do they seem to have taken into account that the up to 2 million internally displaced Afghans may be in need when they return to their places of origin.

Distribution	WFP/ UNHCR (6/14/88)	A major issue still to be addressed is how relief supplies are to be distributed. The GOP has proposed giving the refugees three months of supplies as they depart Pakistan. The U.N. is opposed to this idea and has proposed setting up distribution centers within Afghanistan. Another issue is whether to give the supplies away or require recipients to pay for it or earn it through food for work programs. Yet another issue to be addressed is whether the supplies will be distributed directly to the recipients or channeled through commanders or other authorities.
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LOGISTICS

Warehousing	UNHCR/ WFP	Adequate preparation for the repatriation will require prepositioning of large amounts of supplies. Is present warehouse capacity in the border areas sufficient or will more storage facilities need to be built? If more are needed, what progress has been made in constructing them?
Personnel	UNHCR/ WFP	The repatriation will require far more personnel. The questions of timing of deployment and areas of deployment are ones that will have a major impact on the state of preparedness next spring when we expect the major movement of refugees to take place.
Fuel	OCA (Office of the Coord. for Afghan.)	It is unlikely that the Soviets will continue to supply fuel to Afghanistan after the withdrawal. Has the issue of where fuel for transportation will come from during the relief effort been addressed? What types fuel are needed and what will the magnitude of need be?
GOP	WFP	The GOP has absorbed the cost of transporting food from the port to distribution centers at the refugee camps. Has it been determined whether they would be willing to also absorb the cost of transporting relief supplies for Afghanistan at least to the border?

COORDINATION

GOP

OCA

The GOP will probably be a major supplier of logistical support to the repatriation. What is being done to ensure that they are fully apprised of UN plans and is their input being sought?

ICRC,
LICROSS,

OCA

Other international organizations plan to assist in the repatriation. What steps are being taken to ensure they are fully apprised of U.N. plans and that there will be no duplication of effort?

INFORMATION GATHERING

Refugees

UNHCR

The refugees' decisions about when they go back, where they will go, how they will go back, and what they plan to take with them will affect the repatriation. What attempts has UNHCR made to learn refugee attitudes on the repatriation and what they believe their needs will be?

Alliance/
Resistance

OCA

The conditions inside Afghanistan are what will shape the needs of the refugees after repatriation. What effort is the Special Coordinator making to solicit information from those who are familiar with the conditions outside of the Kabul regime's control such as Alliance leaders, commanders, and PVO staff?

Donors

OCA

We were told that the Special Coordinator is working on the development of a data bank. How far along is this project? Have donors who are in a position to help been given specific requests for information?

INFORMATION DISSEMINATION

Refugees

UNHCR

Sharing information with the refugees - The refugees' decision as to when to return to Afghanistan will have a crucial effect on the success of the repatriation effort. What is the UN doing to ensure that they have accurate, up-to-date information to enable them to make an intelligent decision?

SECURITY

Mines	OCA	The widespread presence of mines is a major impediment to refugee return and relief efforts. A program (preferably multilateral) will have to be developed ASAP to deal with this issue. Not only must long term programs be developed to train the Afghans to deal with this threat, something must be done in the near future to allow the relief effort to go forward.
Protection	UNHCR	Depending on how soon the repatriatio begins, this may or may not be a problem. It will be up to the UNHCR to ensure that the refugees are returning voluntarily.
Ref/Local Tension	UNHCR	It is possible that there may be some tension between returning refugees and those who stayed in Afghanistan. This tension could certainly be exacerbated by aid focusing solely on the refugees.
Soviet withdrawal	UNGOMAP	Completion of the Soviet withdrawal is a prerequisite for refugee return. Independent verification that the withdrawal is on schedule is vital.
Mujahedin Control	OCA	

II. REHABILITATION

Health	WHO UNICEF (6/14/88)	The limited health infrastructure that existed in Afghanistan before the war has been totally destroyed. A major, long term effort will be needed to rebuild and extend it. In addition, programs will have to be developed to aid the estimated 3-500,000 disabled Afghans.
Roads	UNDP	If supplies are to be moved in to Afghanistan by truck rather than by air, roads and bridges will have to be repaired as quickly as possible.

Irrigation	UNDP	The length of time Afghanistan is dependent on international aid will be determined by how soon it can get its agricultural production back up to pre-war levels. Repairing damaged irrigation systems is an important first step. Such projects are also of value because they are labor intensive and will be an important source of income or food for Afghans until the economy is revitalized.
Sanitation	UNICEF	The key to sanitation is public education programs, something PVO's have begun in the camps. Will UNICEF ask PVO's to continue this sort of work in Afghanistan?
Water Supply	UNDP (6/14/88)	Prior to the war, only 8% of the rural population had access to piped drinking water. A major effort to increase the supply of safe water to these communities would have a significant beneficial impact on the peoples' health.
Agricultural Packages	FAO (6/14/88)	The top priority when the repatriation starts is to for the refugees to get their fields back into production. Having lived in camps for the past several years, they lack the essential tools and seed for this task. The UNHCR which will be the lead agency for the repatriation should be responsible for the distribution of these vital packages.

III. REDEVELOPMENT

Poppy Cultiv.	UNDP	Reports indicate a tenfold increase in poppy cultivation in Afghanistan. This problem will undoubtedly increase as the refugees return home and bring more land into production. UNDP needs to develop programs with the consideration of stopping this trend in mind.
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Education	UNESCO (6/14/88)	UNESCO has been tasked with undertaking a fact finding mission on education rehabilitation as soon as possible and to establish a liason office in Kabul and in the border areas to ensure UNESCO's cooperation with all agencies concerned with emergency rehabilitation in education. Rebuilding the Afghan education system will be a long term effort but vital to the future of a self-governing Afghanistan. Secondary schools in particular are in short supply.
Communication	UNESCO (6/14/88)	UNESCO hopes to assist in the rehabilitation and development of mass media, especially radio broadcasting and press development, through the training of specialized personnel, to ensure that mass media will play a useful role in facilitating national reconciliation and reconstruction.
Culture	UNESCO (6/14/88)	A UNESCO mission is scheduled to go to Kabul soon to carry out a first survey of the present state of the cultural and historical patrimony of the country.
Industry	UNDP (6/14/88)	Technical assistance will be needed to strengthen institutions that will provide credit or technical assistance to Afghans seeking to rebuild the small, indigenous enterprises most common in Afghanistan prior to the war.

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